

Message Text

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SUBJ: CERP 0008 EVALUATION OF UN ASSISTANCE
REF: STATE A-2507

1. RESPONSES ARE KEYED TO PARAGRAPH 10 OF REFERENCED AIRGRAM
AND ARE BASED ON COMMENTS OF THE LOCAL UNDP PROGRAM OFFICE
STAFF.

A. IMPORTANCE OF UN TECHNICAL ASSISTANCE TO COUNTRY'S TOTAL
DEVELOPMENT EFFORTS: UN TECHNICAL ASSISTANCE IN HONDURAS,
THE MAJOR PART OF WHICH IS ADMINISTERED BY THE UN DEVELOPMENT
PROGRAMME (UNDP), FOLLOWS CLOSELY THE LINES OF DEVELOPMENT
PRIORITIES SET UP BY THE GOVERNMENT OF HONDURAS IN ITS 5-YEAR
NATIONAL DEVELOPMENT PLAN. IN FACT, THE UNDP HAS EARMARKED A
SUBSTANTIAL PORTION OF ITS FUNDS TOWARD SOCIAL AND ECONOMIC
PLANNING IN HONDURAS, BY ASSISTING THE NATIONAL PLANNING
COUNCIL IN THE PREPARATION OF THE NEXT 5-YEAR DEVELOPMENT
PLAN AND SHORT-TERM ANNUAL OPERATIONAL SECTOR PLANS. THROUGH
THIS KIND OF TECHNICAL ASSISTANCE AT THE POLICY-MAKING LEVEL
OF A SERIES OF GOVERNMENT INSTITUTIONS, UNDP FEELS ITS
ACTIVITIES IN HONDURAS CAN ACHIEVE A FAR MORE SUBSTANTIAL
IMPACT IN HELPING TO SHAPE A MORE PROMISING FUTURE FOR THE
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UNDERPRIVILEGED SECTORS OF THE HONDURAN POPULATION AT LARGE,
THAN IF THE SAME RESOURCES WERE ASSIGNED ENTIRELY TO A
RESTRICTED NUMBER OF IMMEDIATELY PRODUCTIVE PROJECTS IN THE
FIELD. THE RELEVANCE OF UN AID IN REGARD TO THE COUNTRY'S
NEEDS IS ASSURED THROUGH THE PROCESS BY WHICH THE 5-YEAR UNDP
"COUNTRY PROGRAMME" FOR HONDURAS IS PREPARED. THE "COUNTRY
PROGRAMME" IS A TECHNICAL ASSISTANCE PROGRAMME OF THE GOVERNMENT

OF HONDURAS AND ACCORDING TH UNDP REPS IS PREPARED IN THE CLOSEST COOPERATION POSSIBLE BETWEEN THE GOVERNMENT AND THE OFFICE OF THE UNDP RESIDENT REPRESENTATIVE. THE OBJECTIVES AND PRIORITIES FOR SOCIO-ECONOMIC DEVELOPMENT TO BE ACHIEVED THROUGH UNDP'S ASSISTANCE, AS LAID DOWN IN THE "COUNTRY PROGRAMME", ARE PURPORTEDLY IDENTICAL WITH THOSE SET UP IN THE NATIONAL DEVELOPMENT PLAN.

B. PROJECT IMPLEMENTATION: AT THIS MOMENT (MARCH '78) THE UNDP HAS A TOTAL OF 12 PROJECTS OF DIFFERENT SIZES AND IN DIFFERENT SECTORS IN EXECUTION IN HONDURAS. SOME SMALLER PROJECTS FUNDED BY THE REGULAR PROGRAMMES OF AGENCIES LIKE FAO, UNESCO, ILO, ETC., ARE BEING CARRIED OUT UNDER THE SUPERVISION OF THE UNDP RESIDENT REPRESENTATIVE. THE PAN AMERICAN HEALTH ORGANIZATION (PAHO/WHO) AND UNICEF MAINTAIN THEIR OWN REPRESENTATIVE OFFICE OR RESIDENT PROJECT ADVISER, RESPECTIVELY. THE WORLD FOOD PROGRAMME'S ACTIVITIES IN HONDURAS ARE ADMINISTERED BY THE UNDP RESIDENT REPRESENTATIVE. UNDP REPS ARE SATISFIED THAT IN RECENT YEARS, THE TIMELINESS OF EXECUTION HAS BEEN QUITE SATISFACTORY FOR ALL UN-FUNDED PROJECTS, ALTHOUGH CASES DO NATURALLY OCCUR, WHERE CERTAIN PROJECT INPUTS (EXPERTS, CONSULTANTS, MATERIAL) CANNOT BE SECURED AS QUICKLY AS THE GOVERNMENT'S URGENT REQUIREMENT MAY CALL FOR, OR WHERE NO SUITABLE EXPERTS TO FILL A GIVEN POST ARE IMMEDIATELY AVAILABLE. ANOTHER MOMENTARY CONSTRAINT FOR TIMELY PROJECT EXECUTION WAS THE "LIQUIDITY CRISIS" UNDP WENT THROUGH IN UNCLASSIFIED

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1976, WHEN MAJOR PROJECT INPUTS HAD TO BE REPHASED. THE GOVERNMENT OF HONDURAS CONTRIBUTES TOWARDS UNDP'S ACTIVITIES IN THE COUNTRY IN TWO WAYS AND ON TWO DIFFERENT LEVELS. THE GOVERNMENT BEARS A CERTAIN PORTION OF OVERHEAD COSTS THAT ACCRUE IN LOCAL CURRENCY IN THE OVERALL PROJECT ADMINISTRATION AT THE COUNTRY LEVEL. THE COUNTERPART CONTRIBUTIONS TOWARDS THE COST OF A PROJECT ARE GENERALLY DELIVERED IN KIND AND CONSIST, E.G. IN MAKING AVAILABLE THE NATIONAL COUNTERPART AND SUPPORT PERSONNEL. THERE IS NOW AN INCREASING TENDENCY IN HONDURAS FOR THE GOVERNMENT TO ENHANCE ITS CONTRIBUTION TO UNDP PROJECTS THROUGH "COST-SHARING" IN CASH. THE COOPERATION OF LOCAL OFFICIALS, BOTH IN PROJECT PROGRAMMING AND IN PROJECT IMPLEMENTATION IS ON THE WHOLE VERY GOOD. SIGNIFICANT DEFICIENCIES THAT BECOME APPARENT DURING THE PROJECT EXECUTION ARE RARE. UNDP REPS BELIEVE THAT THERE ARE ENOUGH CHECKING MECHANISMS BUILT INTO THE PROCESS OF PROJECT PLANNING AND EXECUTION TO ALLOW FOR EARLY DISCOVERY OF SERIOUS FLAWS AND TO ENSURE THAT CORRECTIVE ACTION CAN BE TAKEN EARLY (MONITORING VISITS TO PROJECTS, PROGRESS REPORTS BY THE PROJECT MANAGERS, TRIPARTITE REVEIWS, ETC.)

C. PROJECT EVALUATION: PROJECTS REPORTEDLY ARE MONITORED

REGULARLY THROUGH THE ABOVE (B) MENTIONED MECHANISMS. SOME UN
PROJECTS IN HONDURAS WHICH TOUCH A RELATIVELY NEW FIELD OF
ACTIVITY IN THIS COUNTRY (MAINLY IN THE AREA OF TRAINING AND
EDUCATION), OR WHICH ARE VERY LARGE-SCALE AND OF LONG DURATION
ARE EXPOSED TO A MID-TERM FORMAL EVALUATION OF ACTIVITIES AND
RESULTS ACHIEVED. THIS IS NORMALLY CARRIED OUT BY A TEAM NOT
DIRECTLY ASSOCIATED WITH THE DESIGN OR IMPLEMENTATION OF THE
PARTICULAR PROJECT, CONSISTING OF REPRESENTATIVES OF THE
UNDP AS WELL AS THE PERTINENT EXECUTING AGENCY TOGETHER WITH
OUTSIDE CONSULTANTS. THE FINDINGS OF SUCH AN EVALUATION MISSION,
WHICH TYPICALLY WOULD LAST FOR ABOUT 2-3 WEEKS, ARE THEN
DISCUSSED AT LENGTH WITH THE INTERESTED PARTIES OF THE
GOVERNMENT, IN ORDER TO DETERMINE WHETHER THE FURTHER COURSE
OF THE PROJECT OUGHT TO BE ADJUSTED OR NOT. THE TRIPARTITE
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REVIEW SYSTEM HAS A SIMILAR FUNCTION AND REPORTEDLY HAS IN
THE PAST PROVEN TO BE A VERY VALUABLE TOOL FOR A MORE GENERAL
REVIEW OF A GIVEN PROJECT.

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D. EXAMINATION OF UNDP PROJECT PROPOSALS: MISSION IS NOT PRIVY
TO PROJECT PROPOSALS OF UNDP (SEE TEGUCIGALPA 3866 OF 8/9/76.)

E. COUNTRY PROGRAMMING: THE UNDP COUNTRY PROGRAMME 1977-1981 IS NOW IN ITS SECOND YEAR OF IMPLEMENTATION. TOTAL DELIVERY DURING 1977 FELL SOMEWHAT SHORT OF THE APPROVED FINANCIAL CEILING, DUE IN PART TO THE UNEXPECTEDLY SLOW RATE OF RECOVERY IN THE AFTERMATH OF UNDP'S "LIQUIDITY CRISIS" IN 1976. IN THE SECOND HALF OF 1977, SPECIAL EFFORTS WERE MADE IN ORDER TO BOOST THE LEVEL OF PROJECT EXECUTION THIS YEAR. SEVERAL LARGE SCALE PROJECTS HAVE BEEN APPROVED IN RECENT MONTHS AND SOME MORE HAVE BEEN SUBMITTED FOR DISCUSSION WITH THE GOVERNMENT. THE "INDICATIVE PLANNING FIGURE" (IPF) OF UNDP FOR THE PRESENT 5-YEAR COUNTRY PROGRAMME REPRESENTS AN ALMOST TWO-FOLD INCREASE OVER THE PREVIOUS 5-YEAR CYCLE (\$9.25 M VS. \$5.0 M). GOVERNMENT COUNTERPART CONTRIBUTIONS (IN KIND AND -TO A CERTAIN EXTENT- "COST SHARING") HAVE GONE UP PROPORTIONALLY. THE WORLD FOOD PROGRAMME AND THE FAO REGULAR TECHNICAL COOPERATION PROGRAMME HAVE SUBSTANTIALLY ENHANCE THEIR ACTIVITIES IN HONDURAS. A LARGE-SCALE, LONG TERM PROGRAMME TO HELP THE COUNTRY MEET ITS BASIC NEEDS IN MATTERS OF POPULATION PLANNING AND UNCLASSIFIED

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WOMEN'S INTEGRATION, IS STARTING THIS YEAR WITH FINANCING FROM THE UN FUND FOR POPULATION ACTIVITIES (UNFPA). THE EMPHASIS OF THE CURRENT UNDP COUNTRY PROGRAMME LIES IN RURAL DEVELOPMENT (49 PERCENT OF RESOURCES AVAILABLE), AND DEVELOPMENT OF THE NATURAL RESOURCE (21 PERCENT). OTHER SECTORS FOR UN ASSISTANCE ARE INDUSTRY (10 PERCENT) AND PLANNING AND ADMINISTRATION (20 PERCENT). THE SECTORIAL ALLOCATION OF UNDP FUNDS HAS NOT CHANGED MUCH IN COMPARISON WITH THE PRECEDING 5-YEAR PROGRAMME (1972-1976). GIVEN THE INCREASED IPF FOR THE CURRENT CYCLE, THERE IS NOW GREATER FINANCIAL FLEXIBILITY FOR ACCOMMODATING LARGE-SCALE PROJECTS. ACROSS SECTORIAL LINES, SOMEWHAT MORE ATTENTION IS NOW BEING PAID TO INSTITUTION-BUILDING PROJECTS. THE APPLICATION OF UNDP'S "NEW DIMENSIONS" HAS NOT YET BECOME A MAJOR FEATURE OF COUNTRY PROGRAMMING IN HONDURAS, ALTHOUGH EFFORTS ARE MADE TO INCREASINGLY TAKE THEM INTO CONSIDERATION AT ALL LEVELS OF PROJECT PROGRAMMING. THE UNDP-OFFICE IS WORKING CLOSELY WITH THE GOVERNMENT TO PROMOTE TECHNICAL COOPERATION AMONG DEVELOPING COUNTRIES, AND TWO SPECIFIC COOPERATION PROJECTS HAVE BEEN CARRIED OUT SO FAR (WITH ASSISTANCE FROM ECAUDOR AND VENEZUELA). MISSION AS WELL AS WELL AS LOCAL UNDP STAFF FEEL THERE IS CONSIDERABLE SCOPE FOR ACTIVITIES OF THIS KIND. HONDURAS IS ALSO OFFERING FACILITIES FOR TECHNICAL COOPERATION WITH OTHER LATIN AMERICAN COUNTRIES, PARTICULARLY IN THE FIELD OF FORESTRY TRAINING.

F. PERFORMANCE OF THE UN SYSTEM: THE ROLE OF THE UNDP RESIDENT REPRESENTATIVE, IN HONDURAS AND IN OTHER COUNTRIES, IS FOREMOST TO PLAN, ORGANIZE, SUPERVISE AND EVALUATE THE IMPLEMENTATION OF THE UNDP COUNTRY PROGRAMME. IN ADDITION TO THAT, IN THE CASE

OF HONDURAS, HE SUPERVISES THE REGULAR PROGRAMMES OF ALL SPECIALIZED AGENCIES, WITH THE EXCEPTION OF THOSE CARRIED OUT BY THE PAHO/WHO AND UNICEF. IN THIS ROLE, THE RESREP IS UNCLASSIFIED

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ASSISTED BY THE REGIONAL OFFICES AND/OR REPRESENTATIVES OF SOME OF THE SPECIALIZED AGENCIES. SPECIAL AGENCY-FUNDED ACTIVITIES PLAY A RELATIVELY MINOR ROLE IN COMPARISON WITH THE UNDP PROGRAMME. EXCEPTIONS ARE THE WORLD FOOD PROGRAMME WHICH HAS ALREADY EARMARKED A TOTAL OF US\$ 11.2 M DURING THE PERIOD 1978-1982 FOR ITS ACTIVITIES IN HONDURAS, THE PAHO/WHO WHICH CARRIES OUT ITS OWN PROGRAMME OF CONSIDERABLE SIZE WITH THE MINISTRY OF HEALTH, AND, TO A LESSER EXTENT, UNICEF WITH A PROJECT THAT AIMS PARTICULARLY AT IMPROVING LIVING CONDITIONS OF THE RURAL POPULATIONS IN THE BORDER AREAS WITH EL SALVADOR. AS FAR AS THE COMPLEMENTARY OF UNDP - AND IBRD-FUNDED ACTIVITIES ARE CONCERNED, IN SOME INSTANCES UNDP-STUDIES FORM THE BASIS FOR IBRD-FUNDED INVESTMENT PROJECTS (E.G. FOREST INDUSTRIES), IN OTHERS IBRD-FUNDS ARE PROVIDED FOR "COST SHARING" ARRANGEMENTS IN THE EXECUTION OF UNDP-PROJECTS (E.G. AGRICULTURAL DIVERSIFICATION, RIVER BASIN DEVELOPMENT). PART OF THE GOVERNMENT "COST-SHARING" CONTRIBUTION TO UNDP PROJECTS MAY BE FINANCED FROM IBRD LOANS AND A FORTHCOMING LARGE-SCALE PROJECT FOR THE INTEGRATED DEVELOPMENT OF THE AGUAN VALLEY IN THE NORTH OF HONDURAS, WILL DEPEND HEAVILY ON A SUBSTANTIAL DIRECT CONTRIBUTION FROM THE IBRD.

G. COORDINATION OF ALL EXTERNAL ASSISTANCE: THERE ARE NO FORMAL MECHANISMS FOR THE COORDINATION OF TECHNICAL ASSISTANCE AMONG THE MULTI AND BILATERAL AID PROGRAMMES REPRESENTED IN HONDURAS. THIS FUNCTION IS ENTRUSTED TO THE NATIONAL PLANNING BOARD (CONSUPLANE), WHICH CONTAINS A DEPARTMENT FOR TECHNICAL ASSISTANCE COORDINATION. HOWEVER, THERE ARE CONTINUING INFORMAL MEETINGS AMONG THE INTERESTED INTERNATIONAL PARTIES TO DISCUSS WAYS OF INCREASING THE OVERALL IMPACT OF DEVELOPMENT AID BY COORDINATING EFFORTS AND BY AVOIDING ANY POSSIBLE DUPLICATION OF WORK OR OVERLAPPING OF ACTIVITIES. ONE SUCH REGULAR MEETING IS HELD MONTHLY WITH THE PARTICIPATION OF ALL INTERNATIONAL AID REPRESENTATIVES IN THE COUNTRY.

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H. WOMEN IN DEVELOPMENT: THERE ARE SEVEN UN FINANCED PROJECTS THAT DEAL MORE OR LESS DIRECTLY WITH THE STATUS OF WOMEN AS PARTICIPANTS AND BENEFICIARIES IN THE COUNTRY'S GROWTH. AMONG THEM IS A FAO-EXECUTED PROJECT (PRESENTLY IN ITS PREPARATORY PHASE) THAT ASSISTS THE GOVERNMENT WITH DESIGNING AND CARRYING OUT A COMPREHENSIVE PEASANT TRAINING PROGRAMME IN THOSE AREAS WHICH HAVE BENEFITTED FROM THE AGRARIAN REFORM PROGRAMME. AN IMPORTANT COMPONET WILL BE A UNFPA-FUNDED SUB-PROJECT AIMED SPECIFICALLY AT THE INTEGRATION OF THE RURAL WOMEN INTO THE PRODUCTIVE PROCESS. ANOTHER FAO-EXECUTED PROJECT ASSISTS THE GOVERNMENT WITH THE MANAGEMENT AND REFORESTATION OF WATERSHEDS. AMONG ITS SOCIO-ECONOMIC REHABILITATION ACTIVITIES WITH THE AFFECTED POPULATIONS, THERE ARE SPECIAL ACTIONS CARRIED OUT IN CLOSE COOPERATION WITH THE LOCAL "HOUSEWIVES' CLUBS", WITH A VIEW TO ENHANCE WOMEN'S PARTICIPATION IN AGRICULTURAL PRODUCTION AND COMMUNITY DEVELOPMENT. A THIRD PROJECT, EXECUTED BY UNESCO, ASSISTS THE GOVERNMENT WITH CARRYING OUT THE NEW NATIONAL NON-FORMAL EDUCATION PROGRAM. THIS PROGRAM DESIGNS AND EXECUTES TRAINING PROGRAMS IN THE RURAL AREAS IN THOSE SUBJECTS THAT THE COMMUNITIES THEMSELVES CONSIDER MOST IMPORTANT TO THEIR NEEDS. ONE OF THE EXPLICIT OBJECTIVES OF
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THE PGORAM IS ORIENTED TOWARDS WOMEN'S DEVELOPMENT. AMONG INTERNATIONAL EXPERTS WORKING WITH THE UN PROJECTS IN HONDURAS, WOMEN ARE CLEARLY UNDER-REPRESENTED. THIS MAY HAVE TO DO WITH THE FACT THAT THE MAJORITY OF THE EXPERTS EMPLOYED FOR UN PROJECTS IN HONDURAS ARE FROM OTHER LATIN AMERICAN COUNTRIES. IT IS EXPECTED THAT WITH THE FORTHCOMING START OF UNFPA'S "BASIC NEEDS PROGRAMME", WHICH WILL TOUCH SOME TYPICALLY WOMEN DOMINATED AND/OR ORIENTED AREAS, THE NUMBER OF FEMALE EXPERTS WORKING IN UN PROJECTS IN HONDURAS WILL BE INCREASED. AT THE UNDP REPRESENTATION IN TEGUCIGALPA, ONLY 1 OUT OF 6 INTERNATIONAL PERSONNEL IS A WOMAN (ASSISTANT RESREP).

I. SELF-RELIANCE AND MUTUAL SELF-HELP:

- SEE ABOVE (ITEM E)
- SEE ABOVE (ITEM H)
- NOT APPLICABLE

THE SENSE OF LOCAL RESPONSIBILITY FOR THEIR OWN BETTERMENT AT THE GOVERNMENT LEVEL IS EVIDENCED BY THE IMPORTANCE THE GOVERNMENT ATTRIBUTES TO THE OBJECTIVES LAID DOWN IN THE NATIONAL DEVELOPMENT PLAN, AND IN PARTICULAR, TO THE AGRARIAN REFORM. IN RECENT YEARS, SEPCIAL EFFORTS HAVE BEEN MADE BY THE GOVERNMENT, WITH THE HELP OF THE DEVELOPMENT ASSISTANCE PROGRAMMES, TO IMPROVE THE LOT OF THE RURAL POOR AND THE MARGINAL URBAN POPULATIONS.

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